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ABSTRACT

The two central themes of this discussion guide on the conference theme, Library and Information Services for Enhancing Lifelong Learning, relate to the roles of the library in supporting the educational programs of schools and universities, and in supporting adult education, continuing education, and lifelong learning. Following a general introduction, background information is presented in each of eight discussion-topic sections, which in turn are subheaded with sample discussion topics. The eight issues are concerned with (1) more effective administration of federally legislated programs supporting school, public, and academic libraries; (2) the roles and areas of cooperation between school and public libraries in meeting the needs of school-age children; (3) the implementation of a nationwide network to support the nation's educational goals; (4) how libraries can improve and enhance lifelong learning opportunities; (5) how libraries can promote literacy; (6) the dimensions of the state and federal roles in funding public libraries; (7) the desirability of special status for academic and research libraries with collections of regional and national significance; and (8) how local community, public school, and academic libraries can adapt to the changing social and technological environment. An abstract in Spanish and seven references are included. (SW)

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Library and Information Services for Enhancing Lifelong Learning

A Discussion Guide

by

R. Kathleen Molz

Prepared for the White House Conference
on Library and Information Services

IR008010

PREFACE

This discussion guide is intended as an informative and provacative summary of some of the many issues present in this theme. The guide was not planned to be exhaustive but to raise questions and stimulate discussion.

The guide has been prepared by an individual whose knowledge of the subject area is respected by colleagues and members of the community. In writing the guide, the author drew on the issues and resolutions raised in pre-Conference activities, documented in the many pre-Conference publications issued by the White House Conference staff. The author also drew on her own experience and background. The views and opinions expressed in the guide do not necessarily reflect the official position or policy of either the White House Conference staff or the National Commission on Libraries and Information Science (NCLIS).

The purpose of the guide is not to dictate the issues to be discussed but rather to provide some general background and to crystalize some of the major questions delegates may wish to address at the Conference. Final responsibility for deciding what issues are to be discussed and what resolutions are to be passed rests with you, the delegate.

Marilyn K. Gell
Director
White House Conference
on Library and Information
Services
October 1979

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ABSTRACT

Libraries have long supported the educational goals of our Nation and its people. The first to assume this role were libraries established in support of college and university curricula. Today, public schools frequently house libraries that offer a wide variety of books and media to enhance the educational experience of school-age children. All libraries, particularly public libraries, are increasingly targeting services to the informal educational needs of individuals of all ages. In an environment of limited resources and changing institutional relationships, many issues arise surrounding the role of the Nation's libraries in the educational process. Some of these issues are:

-- How could the present federally legislated programs supporting libraries (school, public, and academic) be more effectively administered?

-- What are the respective roles and areas of cooperation between school and public libraries in meeting the needs of school-age children?

-- How best can a nationwide network be implemented to support our Nation's educational goals?

-- How can libraries improve and enhance the lifelong learning opportunities of our Nation's citizens?

-- How can libraries best be used to promote literacy?

-- Should there be a greater percentage of State support in the total funding of public libraries? What are the dimensions of the Federal role?

-- Should those academic and research libraries with collections of regional and national significance be accorded a special status by the Federal Government?

-- How can local community, public school, and academic libraries that support our national educational program adapt to the changing social and technological environment?

Extracto en Espanol

Servicios de Informacion y Bibliotecas para Mejorar el estudio de toda la vida de los cuidadanos

La historia del apoyo que han dado las bibliotecas a los fines educativos de la nacion y de su cuidadania es muy larga. Las primeras bibliotecas que han tenido un papel en este sentido eran las que se estableciceon en apoyo de los cursos de estudios de las universidades. Hoy en dia, muchas de las escuelas publicas tienen bibliotecas que ofrecen una gran variedad de libros e informacion para mejorar las experiencias educativas de la juventud. Ahora las bibliotecas estan intentando dar cada dia mas enfasis a la educacion informal de los ciudadanos de toda edad. En un mundo en que las facilidades estan limitadas y en que los papeles de las distintas instituciones en la sociedad estan cambiando constantemente, surgen muchos problemas en relacion al papel de las bibliotecas de la nacion en la educacion de la ciudadania.

1) Como se pueden administrar con mas eficacia los programas actuales del gobierno federal en apoyo de las bibliotecas (publicas, escolares, y academicas)? Deberia apropiar fondos el gobierno federal conforme con el tipo de cada bibliotecas o deberia crear un sistema mas coherente para tratar con este asunto?

2) Cuales son los papeles y areas de cooperacion necesarios entre las bibliotecas publicas y escolares para que se cumplan con las necesidades educativas de la juventud?

3) Como se puede crear una red nacional de bibliotecas que ayudaria a los que utilizan las bibliotecas para fines educativas? Deberian establecer un Centro Nacional de Periodicos? Cual seria el papel de los gobiernos federal, estatal y local?

4) Como pueden las bibliotecas mejorar las oportunidades para el estudio informal de toda la vida de sus cuidadanos?

5) Cual deberia ser el papel de las bibliotecas en la lucha contra el analfabetismo?

6) Puesto que las bibliotecas son, hasta cierto punto, instituciones educativas, deberian apropiar mas fondos a las bibliotecas los gobiernos estatales y federal?

7) Deberian recibir consideracion especial por el gobierno federal las bibliotecas academicas y las bibliotecas para la investigacion con colecciones especiales, como la de apropriar fondos para que puedan prestar sus servicios a otras bibliotecas?

8) Como pueden las bibliotecas que dan su apoyo a los fines educativos de la nacion adaptarse a los cambios sociales y tecnologicos en la sociedad? Pueden incluir en sus servicios los avances tecnologicos en la educacion de sus ciudadanos? Se pueden reorganizar los servicios y las facilidades de las bibliotecas para que respondan a los cambios en los valores actuales de la sociedad?

LIBRARY AND INFORMATION SERVICES FOR
ENHANCING LIFELONG LEARNING

BACKGROUND

The two central themes of this workbook relate to the role of the Nation's libraries in supporting the educational program of schools and universities and to the roles of the library in supporting that cluster of activities referred to as adult education, continuing education, or lifelong learning.[1/]

Several types of libraries support the educational programs of schools and universities. Academic, public, and elementary and secondary school libraries all affect the educational experience across our country.

Since 1638, when John Harvard bequeathed his personal library to the college (now university) that bears his name, academic institutions have fostered the growth of collegiate and university libraries. Although the primary purpose of such libraries is to facilitate the teaching of the curriculum, academic libraries also make possible the research of graduate students and faculty. In some cases of significant collections, such as those of major universities, academic libraries respond to the needs of internationally based scholars.

Links between the public library and education can also be seen throughout the history of the public library movement. The trustees of the Boston Public Library, the first to be opened in a major metropolis, envisioned the new institution as the "crowning glory of our system of City Schools." They would make it, they wrote in 1852,

> an institution, fitted to continue and increase the best effects of that system, by opening to all the means of self culture through books, for which these schools have been specially qualifying them.

The public library's part in assisting self-learners can be traced from the 1850's, the period of "self-culture," through the adult education movement of the 1920's and up to the concept of nontraditional study during the 1970's.

1/ The Education Amendments of 1976 define "lifelong learning" as including, but not limited to, "adult basic education, continuing education, independent study, agricultural education, business education and labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also educational activities designed to upgrade occupational and professional skills, to assist business, public agencies, and other organizations in the use or (sic) innovation and research results, and to serve family needs and personal development." (Public Law 94-482).

Elementary and secondary school libraries represent the third type of library that directly affects education. Here, books and a wide variety of nonprint materials are brought together to enhance the instructional program of school-age children.

Although the services and resources of these three types of libraries constitute a major investment in the intellectual wealth of the United States, any national assessment of the library situation at the close of the 1970's must expose serious problems. The rising prices of books, journals, and materials have seriously eroded the purchasing power of all libraries in support of education; some States have significant collections that can sustain the most advanced research; other States do not and depend heavily on research institutions located beyond their borders. The steady flow of dropouts from schools contributes to a growing body of functionally illiterate youth and adults who are cut off from the educational mainstream of society. Finally, although new computer and communications technologies promise to revolutionize traditional patterns of information transfer, such technologies are often beyond the price range of small and less affluent libraries. These are but a few of the problems that are challenging the libraries today.

THE LEGAL AND FINANCIAL BASE FOR LIBRARIES IN SUPPORT OF EDUCATION

The Federal Government has enjoyed a long involvement with libraries. Supported through Federal taxation are: the Library of Congress, the national libraries devoted to medicine and agriculture, the libraries serving the missions of the Federal court system, the various Federal departments, the academies for the training of armed forces personnel, the federally operated hospitals and prisons, and many other agencies. The complexities of modern government have given rise to a new phenomenon, the presidential library; in recent years the provision of public access to the papers of Presidents Truman, Johnson, and Kennedy, among others, has prompted notable new libraries.

Not until 1956, when the Library Services Act was enacted, did the Federal Government subsidize any libraries other than those that supported Federal missions. The Library Services Act, in its original form, was a State-planned program designed to develop rurally located libraries. Subsequent amendments both lifted the requirement of rural location and subsidized the construction and remodeling of library facilities. This act was subsequently renamed the Library Services and Construction Act (LSCA). Last amended in 1977, LSCA provides funds for the extension of library services to areas without service or with inadequate service. LSCA also provides for the extension of services to those who, for whatever reason, cannot use standard library services.

At the height of President Johnson's Great Society program, new legislation recognized those libraries that supported schools and colleges. Enacted in 1965, the Elementary and Secondary Education

Similarly, the Higher Education Act (HEA) made financial aid available to libraries in institutions of higher education. Table I notes these various items of Federal library legislation and shows the level of funding recommended by Congress for fiscal year 1980.

Table I
Federal Library Legislation

Library Services and Construction Act	
Services (Title I)	$62,500,000
Interlibrary Cooperation (Title III)	5,000,000
Elementary and Secondary Education Act	
School Libraries (Title IV)	171,000,000
Higher Education Act	
College Libraries (Title II-A)	4,987,500
Training (Title II-B)	1,000,000
Research Libraries (Title II-C)	6,000,000

Other Federal legislation that affects libraries includes: the newly amended Copyright Law, with its provisions governing "fair use" of copyrighted materials; the Federal depository law, which enables certain libraries within each congressional district to receive Federal government publications free of charge; the enactments that govern the postal rate of library materials; and the legislation that established the National Commission on Libraries and Information Science (NCLIS).

FEDERAL, STATE, AND LOCAL FUNDING FOR LIBRARIES

The entrance of the Federal Government into the area of library support and the interrelationships of State, local, and Federal funds have been comparatively recent phenomena. Students of this fiscal federalism are still debating the respective roles of the three levels of government in aiding libraries.

State support for libraries is uneven, particularly for public libraries. Since 1956, the year that LSCA was enacted, States have enacted programs of: grants-in-aid, grants based on geographic area, discretionary funds to aid local libraries, reimbursements, and other mechanisms to support local public libraries. As of 1975 a total of 38 States had some means of supporting local service, leaving 11 States with no direct-aid program. The 12th State, Hawaii, is an exception, because all of its public libraries are State supported. In 1975 the States provided 13 percent of public library revenues, the Federal Government 5 percent, and local government 82 percent. These figures differ greatly with the revenue pattern of the Nation's public schools. In 1975 the States' share of the public schools' revenues was 43.6 percent, the Federal

share was 7.8 percent, and the local government share was 48.6 percent. (NCLIS 1977[3]) It would appear that the States are more willing to heavily subsidize their public schools but not their public libraries. As a result, public libraries remain largely dependent on local sources of revenue.

Whatever their differences in funding patterns, Federal, State, and local governments are consistent in regarding school, public, and academic libraries as distinctive units of service. However, as the population has become more mobile, this distinction has becomeincreasingly eroded by the public. School children use both public and school libraries; students enrolled in community colleges may prefer to use the public library branch closest to their homes; some university libraries provide resources not only to enrolled students but also to independent learners who reside in the area. Technological developments, such as networking or facsimile transfer, may erode this distinction among types of libraries even further. As a result, several questions arise:

-- Should the Federal support program be administered as it is now by type of library, or should these programs be consolidated in an omnibus program?

-- Should the public library leave the task of serving younger readers to the public schools and concentrate on its mission of service to older users?

-- If a nationwide network of libraries were to become a reality, how would such a network best serve the educational needs of the users?

Issue #1: How could the present federally legislated programs supporting libraries (school, public, and academic) be more effectively administered?

The Federal Government is currently supporting three distinct library programs: school libraries, through ESEA Title IV; public libraries, through LSCA; and academic libraries, through HEA Title II. The oldest of these programs, LSCA, is administered by the State library agency in each State. The school library program, ESEA Title IV, is administered by the State department of education (in some States the State library agency is not a part of the State department of education). The academic library program (HEA Title II), is handled as a discretionary program; each institution of higher learning makes a direct grant application to the Federal Government. In addition, through Title III of LSCA, the Federal Government makes some funds available for interlibrary cooperation, which many States have used for interlibrary-type networks.

THE GROWING INTERDEPENDENCE AMONG LIBRARIES

Historically, libraries in this country developed as separate entities. Each major city and many small towns built and supported local public libraries. Colleges and universities, many of them situated on nonurban campuses, erected their own unique libraries; school libraries were situated in elementary and secondary schools. Not until the 1930's was there any conceptualization of libraries as a nationwide service. Under the leadership of the American Library Association (ALA), a national plan for library development was proposed, and since that time librarians have become increasingly aware that there is an interdependency among libraries.

This interdependence has been reflected in a number of ways. The first, and probably the oldest, is interlibrary loan (making items available from one locality to another). Second, libraries often make arrangements for building collections (in certain cities or areas of the country, individual libraries take responsibility for acquiring

in-depth collections in specific fields of knowledge leaving other libraries to purchase in different categories). Third, sometimes public libraries agree to form a cooperative or federated system through which the member libraries obtain benefits common to all.

A fourth way in which libraries have grown interdependent is through the proliferation of bibliographic networks. These networks combine to form a data bank that includes the holdings of many libraries, e.g., OCLC, Inc., the Research Libraries Information Network (RLIN), and the Washington Library Network (WLN).

EVALUATING FEDERAL SUPPORT OF LIBRARIES

In 1966, when President Johnson created the National Advisory Commission on Libraries (the forerunner of the present NCLIS), one of the questions he asked was: "Are our Federal efforts to assist libraries intelligently administered, or are they too fragmented among separate programs and agencies?" The validity of his question still persists. At present, the Federal Government is funding three separate categorical-aid programs for three distinct types of libraries. These programs enable librarians to purchase books and audiovisual materials for their primary users. Were these programs to be curtailed, all of these libraries would suffer some loss of service.

At the same time, however, there are those who propose some variation in the traditional Federal role. For example, the study bill introduced by Senator Kennedy and Senator Javits includes a proposal for a National Library Agency to plan and to coordinate a "national library network." (U.S. Congress 1979[7]) The Chief Officers of State Library Agencies (COSLA) is also proposing a national library act to assist development of multitype library networks.

One alternative for the currently funded categorical-aid programs is the initiation of a block grant for total library services. Such a grant probably would be made for the support of all library services within each State. Another alternative is

to significantly alter the present Federal role and to allow Federal funding to be targeted directly to those aspects of library service that are national in character -- e.g., the establishment of regional or area networks that might form a national network, the support of research institutions having both a national and international constituency, or the support of libraries for the achievement of specific national goals, such as the eradication of illiteracy. (NCLIS 1978[4])

All of these alternatives have their advantages and disadvantages. Removal of direct Federal aid to local libraries (regardless of type) will weaken many ongoing programs and will seriously curtail the purchasing power of some libraries. The initiation of block grants for statewide library service has the advantage of permitting the States greater freedom in assessing and addressing their own needs, but at the same time, individual libraries within some States are responsive to client groups that transcend State borders. The research collections of the Harvard, Yale, or Princeton universities, The New York Public Library, and such State universities as Illinois, Michigan, or California are examples of institutions that possess such client groups. A third alternative is one that might prompt greater evidence of national leadership and cohesiveness, but it disrgards those Constitutional mandates which delegate educational responsibilities to the States. Changes in the present Federal programs have been made incrementally over time. One such change is the increasing recognition of research libraries (now the subject of specially earmarked funds under Title II-C of HEA) and their exclusion from the basic grant provisions of HEA Title II-A, whereby small grants-in-aid are made to all college and smaller university libraries.

At issue is whether or not other incremental changes should be made in the present laws. Federally funded programs are an important source of library revenue; libraries must discover the most efficient means of

administering them to ensure the maximum possible benefit. Some of the questions that this issue raises are:

-- Should the existing Federal programs be combined (with some possible exceptions) as a block grant to be administered by the State library agency?

-- Should the present Federal role be phased out and substituted by a role that lends support to present State and local acts concerned with developing interstate and multiregional cooperatives capable of evolving into a nationwide library utility?

Issue #2: What are the respective roles and areas of cooperation between school and public libraries in meeting the needs of school-age children?

Central to much of the discussion about the Federal role in support of libraries is the future direction of the public library -- the one type of library to which any citizen may have access. There are more than 9,000 public libraries in the United States, ranging in size and complexity from those that serve small towns and villages to those in large cities. The goals and objectives of public libraries are many and diverse, and they probably will continue to be so, considering the diversity of their users. People of all ages use public libraries; the public library provides special services for the blind, deaf, and physically handicapped; its outreach programs have reached the homebound, the institutionalized, and the poor. In large communities, where main libraries of public library systems have holdings of materials useful in reference or research work, students are frequent users, as are business and industrial groups. Although not linked to any educational agency, public libraries are unique in that they serve many out-of-school adults who pursue a course of study either as students in a continuing education mode or as independent learners.

RETHINKING THE OBJECTIVES OF PUBLIC AND SCHOOL LIBRARIES

During the 1960's, as the elementary and secondary school library movement accelerated, some commentators believed that it was time to rethink the mission of public and school libraries. They began to consider a plan that would require the schools to take total responsibility for the reading and information needs of children and require the public library to concentrate on the more mature population of the community.

Almost all usage studies of libraries indicate one common factor: proximity of the facilities directly affects the degree of use. The addition in elementary and secondary schools of attractive,

well-stocked, multimedia collections provides a distinct and convenient "plus" in any child's educational program. No one would argue that such libraries be disbanded in favor of the services to juveniles in the public library. However, in times of budgetary constraint, the role of providing service to children through two tax-supported agencies may need to be rethought.

This rethinking should take place within the sobering realities of the present and future demographic trends of the country. For many reasons America is not enjoying a baby boom; schools are already closing because of dwindling enrollment, and projections for colleges and universities during the 1980's promise a similar decline. As many Americans live longer, the proportion of children and youth within the total population will decline. Yet, we must remember that our Nation's children are its most important resource; the future of the country depends on its young citizens. Obviously then, their education must remain a high priority item on the national agenda.

The issue of public library or school library service for children need not be an either/or proposition. Public libraries frequently provide backup collections for young people of junior high or high school age and would probably continue this service. The task of increasing recreational materials for this age group would then become a further responsibility of school libraries. As a result, public libraries that want to provide service to older citizens or out-of-school students could divert funds from juvenile acquisitions to new or improved services for other users.

However, library literature is replete with obstacles to such an alternative. Traditionally, school libraries have closed at the end of the school day, affording students no access to them in the late afternoon or early evening. Those libraries that might want to stay open longer are often plagued with other problems; for example, the possible danger to children who

would be using one or two rooms in an otherwise deserted building. Other obstacles include the different kinds of authorities that govern school and public libraries, i.e., the school board and the public library board of trustees, the differing certification requirements for school media personnel and public librarians, and the duality of the funding source between the school tax and the taxes expended for other public services.

In 1970 the New York State Department of Education issued a highly controversial report recommending that elementary school libraries assume responsibility for all services of children enrolled through the sixth grade. This recommendation was never implemented, and the "models" were never funded to test such a recommendation. Historically, cooperation between school and public libraries has been more a matter of rhetoric than fact. As one student of this topic has commented:

> The highest priorities for both institutions are self-preservation and protection of territory, and cooperation is an implicit threat to autonomy. Long a sacred cow of librarianship, cooperation will not be overtly resisted, but neither will it be actively pursued unless external forces such as the community or other funding agencies foist such a requirement upon these traditionalist institutions.(Dyer 1978[1])

Questions to be probed here are:

-- Should the recommendation that elementary school libraries assume responsibility for all services for children through the sixth grade receive funds for research and demonstration?

-- If tests of these models were to prove conclusively that both institutions are

indispensable in providing children's library services, then how can the two agencies be best coordinated?

-- If tests of these models were to prove conclusively that public and school libraries should essentially serve separate groups, how could these new responsibilities be best carried out?

Issue #3: How best can a nationwide network be implemented to support the Nation's educational goals?

Computer and communications technologies are revolutionizing many aspects of American life. Electronic means of storing, compiling, and retrieving data are rapidly changing the face of our Nation's industrial and business life; American banking is coping with the implications of a checkless exchange of funds; hand-delivered mail is in many cases being displaced by electronic message delivery; and the modern business office is being redesigned to accommodate the dimensions of a technological society. It is inevitable that libraries and other information services will be altered by this electronic revolution.

Aspects of that change are already with us. A national, indeed an international biomedical communications network links American health facilities to databases that inform physicians and other medical personnel about research in all fields of the biomedical discipline. These links also extend to countries such as those in Asia and Europe. A similar national network links specialists and researchers in education to news and current materials through the Educational Resources Information Center (ERIC). In the late 1960's the Library of Congress (LC) made a major breakthrough in the formation of machine readable cataloging (MARC) through which the alphabetic contents of a library's cataloging cards are transmitted into the digital form required for computerization. Magnetic tapes containing the weekly cataloging record of LC are now being transmitted all over the country. This system enables each member library to use the LC cataloging system for many materials and to add cataloging for its own special materials (such as those dealing with local history or donated collections) into a national bibliographical collection.

Such utilities or networks have incidental benefits for their members. A computer terminal display of a cataloging record reveals which libraries hold a particular book, and this information can be used to

activate an interlibrary loan. Conversely, if only two or three member libraries are shown to have bought a certain book, this information can be used to stimulate a purchase order. This networking mode of libraries is not only rapidly altering traditional methods of interlibrary loan, it is also influencing acquisitions policies, collection building, and the provision of reference service. Networks are also invaluable in the educational process. Academic institutions with large holdings of research materials can save a researcher substantial time and money. Because networks free the researcher from most of the time-consuming search and retrieval process, he can concentrate on the more important tasks of evaluating and creating information.

In 1975 NCLIS issued a statement of its goals. Among them is the recommendation to establish a nationwide network that "would form a shelter and framework for families of geographic and functional networks developed and interconnected according to a comprehensive plan." Pointing out that such a network could never substitute for the provision of a strong, localized library service, NCLIS members envisioned the network's role as one of providing "the additional backup resources as well as the communication directions for reaching specialized materials and information in other libraries and information centers when these are needed locally."

Within recent years, possible regional or State nodes of a potential national network have already emerged. For example, the New England Library Information Network (NELINET) represents many of the major libraries in the New England states; the Southeastern Library Network (SOLINET) covers the Southeast; and the Washington Library Network (WLN) represents the Pacific Northwest. These nodes provide cataloging data for their member libraries as well as interlibrary loans and other user services.

Given the projected advances in communications technology, it is highly possible that the current geographic and

regional networks will be eventually clustered within a nationwide network; however, the form that such a network will take is still not defined. An agency under the direction of the Federal Government seems highly unlikely. The national network may take the form of a large consortium governed by a board representing the various members. The issues involving such a network are many and complex, and include governance, support, access, intersystem compatibility, and standardization. The overriding issue, however, can only be termed as the equalization of the Nation's intellectual wealth.

A corollary to the concept of a national network is the proposal that a National Periodicals Center be established to provide access to some 50,000 journals to requesting libraries. Legislation to support such a center has been introduced by Congressman William D. Ford of Michigan. (U.S. Congress[7]) Advocates of the national center believe that it will provide a great boon to those research and academic libraries that are hard pressed to subscribe to expensive and infrequently used periodicals. Opponents of the concept believe that adoption of the legislation should be postponed at least until the role of a national network and its possible relation to such a center are clarified.

Questions to be discussed here relate to the nature and scope of a nationwide network:

-- Should a nationwide network of libraries be implemented in the United States?

-- Should the network concentrate largely on the needs of State, municipal, academic, and research libraries?

-- Should the network be envisioned as all-encompassing, embracing the school libraries, smaller public libraries, private libraries, and business libraries?

-- What should be the respective roles of the Federal, State, and local governments in the support of such a network?

-- What form might the governance of such a network take?

-- Should a National Periodicals Center be established?

-- What place should the Federal libraries take in the national network?

Issue #4: How can libraries improve and enhance the lifelong learning opportunities of the Nation's citizens?

As the preceding section made clear, the advent of a nationwide network does not obviate the need for strong, localized library service in support of education. The United States has many persons who want to learn: preschool children, school-age youngsters, and students enrolled in our collegiate, vocational, proprietary, graduate, and professional schools. Others who want to learn include a large and growing body of adults who either take courses of a vocational or avocational nature or pursue personal interests through reading, museum attendance, or participation in televised educational programs.

For many citizens the educational experience follows a common pattern, beginning with school and continuing with college and graduate study. For others, however, the educational route is sporadic. Dropouts from high school later work to obtain the equivalent of a high school certificate. Some adults, already in their middle and later years, enter college to obtain the degree that they were unable to achieve when they were younger; others pursue an individual program of study to pass college-level exams. Midcareer changes are becoming more common as adults are returning to schools and campuses in search of new occupational directions or additional credits. In an extension of their mission to serve as "universities without walls," academic institutions also support special summer institutes that give alumni and others the opportunity to study with members of their faculties, usually in a noncampus environment. The array of these lifelong learning opportunities is great, and libraries have had and continue to have a justifiable part in their support and direction.

THE ROLE OF THE PUBLIC LIBRARY IN THE LIFELONG LEARNING PROCESS

The public library has a unique role in the process of lifelong learning. Samuel B. Gould, chancellor emeritus of the State

University of New York, believes that the public library "must step into a position of leadership in bringing together the potential learning components of its community or region." It can accomplish these goals by serving as the focal point for coordinating the community's learning resources and by functioning as the primary information source in a given community of those resources. In addition, Gould suggests that the public library create learning and counseling centers, form greater associational ties to nearby colleges and universities, and offer not only materials suitable for continuing-education students but also provide places for instruction.

One of the difficulties in achieving this role has been the lack of recognition of the public library as an educational institution. Unlike schools or colleges, public libraries require no entrance requirements, are not subject to accreditation processes, and grant no degrees. In describing the alumni of the public library, Librarian of Congress Daniel J. Boorstin characterizes them as "anonymous, invisible, and unenlisted." Library users come and go as they wish; there is no means of enlisting their support. This primarily voluntary nature of public library service has advantages and disadvantages. An advantage is that its very flexibility often attracts and informs people outside of the formal educational structure; a disadvantage is that it cannot compete successfully with formal education for public funds.

Perhaps one of the public policy questions that should be addressed more seriously is the recognition of the public library as an educational institution. (Ladenson 1977[2]) Questions raised by this issue include:

-- Should public libraries be recognized as educational institutions?

-- How could such recognition be best achieved: through the local

government, the State government, or the Federal Government?

-- How can school and academic libraries encourage and support lifelong learning?

-- How can public libraries and college libraries cooperate to make lifelong learning more effective?

-- What part should school libraries play in this process?

-- Should schools take more responsibility for providing preschool materials -- a function presently carried out largely by public libraries?

-- Should there be a communitywide consortium of agencies concerned with lifelong learning, drawing not only on libraries and education but also including broadcast facilities and the resources of other public services (e.g., parks and recreation) and those of the private sector?

-- How could such a consortium best be formed?

Issue #5: How can libraries best be used to promote literacy?

So far this paper has concentrated on those Americans who are best able to profit by the educational opportunities of this country. There is, however, a bleaker side of the coin -- the rising rate of functional illiteracy in the United States. Some commentators estimate that 20 percent of the adult population cannot comprehend the text of many official forms and announcements that use a fifth-grade-level vocabulary. Even many of our high school graduates are poorly prepared for college: one out of four incoming freshmen now requires remedial work in writing and reading. A further difficulty arises because of the continuing influx of population groups for whom English is not their native language.

It is true that many immigrant groups have arrived here without knowing English, but the great waves of past migrations occurred when work opportunities for skilled and unskilled people were more plentiful. Today, in a postindustrial age, when the number of jobs requiring little skill has been reduced because of automation and technology, it is almost impossible to find work in a factory or on an assembly line that does not require an understanding of the English language.

ATTEMPTS TO PROMOTE LITERACY

Nationwide attention to the problem has been called by such concerned groups as the Literacy Volunteers of America and the Reading is Fundamental Program. A "right-to-read" effort is being administered by the U.S. Office of Education to aid educational institutions in the teaching of reading and writing. In addition, legislation has been introduced in Congress to establish a National Commission on Literacy. (U.S. Congress[6])

During the past decade, libraries have developed many innovative programs to combat this problem. One State university, for example, prepared a bibliography on the teaching of reading and made all the materials listed on it available to the teaching staffs of the State. School

librarians have worked diligently with curriculum specialists and classroom teachers to remedy the reading difficulties of students and to sponsor reading enrichment and literacy programs. Public librarians have experimented with a number of outreach projects: taking books to street corners and neighborhoods, telling stories in housing developments, encouraging the publication of newspapers written by young people, and providing homework tutorials in library facilities.

Important as much of this work is, the results of these activities are often vague and unmeasurable. Some of the public policy issues that need to be probed in this regard are: the need for research and a more systematic reporting and evaluation of successful and model literacy programs; the integration of library efforts with those of civic and educational agencies; and the interaction of the public and private sectors, especially between the publishing and broadcasting industries whose products directly affect the reading and viewing habits of the Nation's citizens.

THE PUBLIC LIBRARY IN THE FIGHT AGAINST ILLITERACY

One consideration in deciding the role of the community public library is the existence of illiteracy. Some believe that the local library should assume the leadership position by coordinating community efforts and by serving as their focal point, while others hold that the public library should provide resources but leave the leadership to the schools or other agencies. Although local conditions vary, the role of the public library is still unclear. The question of whether or not public libraries should become the principal instrument in promoting literacy must be throughtfully weighed in light of the grave financial problems facing them, especially those libraries in the larger cities where the problem of illiteracy may be most acute. Shrinking budgets, escalating costs, shorter operating hours, and smaller staffs are all characteristic of these libraries now. Three of the questions raised by this issue are:

-- Should public libraries assume the principal responsibility for fighting illiteracy?

-- Is it realistic for public libraries to assume this task in light of present economic constraints?

-- Are there new sources of funding available to libraries that could enable them to carry out this mission?

Issue #6: Should there be a greater percentage of State support in the total funding of public libraries? What are the dimensions of the Federal role?

Previously in this workbook allusions were made to the relatively low percentage of support contributed by the States to local public libraries. Although the States during the past decade have dramatically increased their share in support of local schooling, the Nation's public libraries still derive over 80 percent of their revenue from local taxation. The successful passage of Proposition 13 in California in June 1978, restricting the amount of local government revenues derived from the property tax, has drastically affected library services in the Nation's most populous State. Already, the concept of Proposition 13 is spreading to other States. For example, Nevada, Utah, Florida, Massachusetts, New Mexico, Nebraska, and Oregon have recently placed ceilings on State and/or local spending or on property tax collection. State-aid payments toward local library service have not kept pace with the total of State payments to local governments, and the gap is widening. According to a study by NCLIS in 1977, State aid to local public libraries was 0.33 percent of the State budget in 1967; in 1974 it was 0.22 percent.

Table 5 from that NCLIS study illustrates the wide divergence between the States' per capita aid for public schooling and that for public libraries. According to a study by the Urban Libraries Council, the variation in per capita aid to libraries ranges from $.06 in Colorado to $1.65 in New York State. It is important to realize that the State-aid figures include the Federal funds derived from LSCA.

These figures and others cited in the Urban Libraries Council study raise grave issues. As of 1975, 11 states still had no program of State aid to libraries. The majority of those States having such programs contributed less than $1 per capita; the national average was $0.68 and the median was $0.53. These sums appear even more critical when they are contrasted with

comparable State aid per-capita expenditures for public schooling: in 1975 the national average was $146, and the median was $134. (NCLIS 1977[3])

THE CURRENT IMBALANCE OF FEDERAL, STATE, AND LOCAL SUPPORT FOR PUBLIC LIBRARIES

From the 1930's to the present, students of public library revenues have attempted to formulate the proper balance among local, State, and Federal funds. Carleton Joeckel was among the first to address this issue, which he did in his landmark report for President Roosevelt's Advisory Commission on Education, Library Service. Later Lowell Martin, a noted library consultant, was to recommend a pattern of reduced local aid by calling for a funding plan of 50 percent local, 30 percent State, and 20 percent Federal. Recently, Rodney Lane, the principal investigator of the Urban Libraries Council study mentioned above, called for increased State aid in his funding plan of 30 percent local, 50 percent State, and 20 percent Federal.

Although no consensus concerning the "fair-share" formulation of funds allocated by all levels of government may ever be reached, the financial situation of the public library needs to be addressed. If possible, additional State support should be stimulated. The State government and the Federal Government should decide on their roles in funding public libraries; perhaps a local/State/Federal partnership in support of the Nation's libraries might emerge.

Essentially, these suggestions reflect the relatively low fiscal and political profile that public libraries have presented to the States and to the Federal Government. Repeatedly, however, many have suggested either new or heavily expanded functions for public libraries, ranging from their involvement with lifelong learners to the functionally illiterate. The redirection of services, the inservice training of staff members, and even the remodeling of physical plants are not without cost. The provision of a free public library service has been

much admired not only by Americans but by many foreign visitors. But the infusion of State and Federal funds into the support of local government services has, for the most part, simply bypassed the local public library. Somehow this fiscal imbalance must be addressed. The questions raised by this issue include:

-- Are there ways to stimulate additional support for public libraries?

-- What is the role of the Federal Government in equalizing local public library expenditures?

-- Is there a real possibility of achieving a local/State/Federal partnership to support the Nation's public libraries?

-- Should the State statutory bases of public libraries (which merely authorize and permit the establishment of local libraries) be changed to mandate public library service?

-- Should the movement toward greater State assumption of public library costs be made State by State, or should this issue be accorded a national forum?

Table 5

Comparison of State-Aid Per Capita for Public Libraries and Public Education, 1975

	Public Education	Public Libraries (1)
United States	$146	.68
Median State	134	.53
New England:	$106	.67
Maine	142	.12
New Hampshire	41	N.A.
Vermont	115	.24*
Massachusetts	136	.87
Rhode Island	102	1.21
Connecticut	101	.39**
Mideast:	163	1.38
New York	186	1.65
New Jersey	110	1.53
Pennsylvania	154	.91
Delaware	192	N.A.
Maryland	171	1.23
Great Lakes:	127	.59
Michigan	143	.66
Ohio	107	.32**
Indiana	97	--
Illinois	152	1.00
Wisconsin	134	.81
Plains:	121	.50
Minnesota	196	.70
Iowa	146	.56**
Missouri	112	.45**
North Dakota	133	.57*
South Dakota	62	--
Nebraska	76	.29**
Kansas	121	.45**
Southeast	141	.64
Virginia	127	.40
West Virginia	155	.54
Kentucky	115	.94
Tennessee	106	--
North Carolina	203	.92
South Carolina	128	.54
Georgia	132	1.56
Florida	169	N.A.

	Public Education	Public Libraries[1]
Alabama	129	.51**
Mississippi	153	.66
Louisiana	160	.15*
Arkansas	116	.50**
Southwest:	163	.31
Oklahoma	115	N.A.
Texas	133	.33**
New Mexico	202	.09**
Arizona	203	N.A.
Rocky Mountain:	147	.21
Montana	125	.30*
Idaho	122	.84**
Wyoming	135	--
Colorado	151	.06*
Utah	185	.10*
Far West:	152	.22
Washington	156	.20**
Oregon	110	.08*
Nevada	157	.45**
California	183	.23**
Alaska	354	.57
Hawaii	---	--

(1) State aid includes Federal (LSCA and GRS) funds. See Footnote, page 48.

Source: State Government Finances in 1975, Bureau of Census (FG75 No. 3). Public library values derived from NCLIS survey of state library officers.

\- No state-aid system
* 100% Federal funds
** 50% to 100% Federal funds.

Issue #7: Should those academic and research libraries with collections of regional and national significance be accorded a special status by the Federal Government?

The disbursement of the intellectual wealth of this country, like the disbursement of its economic wealth, is uneven. At one end of the spectrum are great research institutions with library holdings of considerable value and rarity, and at the other end are struggling schools and small towns with no notable holdings. The needs of the Nation's research libraries may seem to be slight, but they, too, are encountering serious problems.

The United States houses many important libraries that serve the research needs of scholars both here and abroad. Some of these are private institutions primarily supported by the endowments of their founders. Such is the case of The New York Public Library on 42nd Street, established by the Astor, Tilden, and Lenox trusts; the Pierpont Morgan Library; the Newberry Library; the John Crerar Library; and the Linda Hall Library. Other research libraries are those of internationally renowned universities that derive their primary support from either public or private sources. The libraries of Harvard, Yale, the University of California at Berkeley, the University of Illinois at Urbana, and the University of Michigan at Ann Arbor are examples.

A considerable portion of the holdings of such institutions are often rare, either because they are esthetically important or because of their origin. In addition, such collections have been acquired so painstakingly and carefully that they afford unparalleled research opportunities for contemporary scholars and investigators. Increasingly these institutions, whether public or private, are facing common problems. Endowments that may have seemed generous at the time they were made have substantively shrunk as double-digit inflation continues. The

preservation of such collections is often costly, requiring controlled environmental conditions and specially trained conservators, and unless new materials are added to these collections, their research value gradually erodes.

The United States has had a long history in preserving parks and recreational areas for all the people. Increasingly, the Federal Government has given thought and consideration to the restoration of certain key buildings of national importance e.g., the Independence Hall area in Philadelphia, now a national shrine. No one would seriously entertain the notion that the Federal Government assume total responsibility for the Nation's research libraries; however, many of these libraries need increased Federal support. At present, Title II-C of the HEA provides $6 million to strengthen research libraries, but the level of funding has not been equal to the task. Not unrelated to this problem is the question of reimbursement for those academic libraries that bear a heavy burden of the interlibrary loan requests made by colleges or small universities that do not have research capacities. Since both small and large institutions are fighting the budget crunch, the question is not an easy one to resolve, but it cannot be avoided on the national library agenda. Questions raised by this issue are:

-- How can the United States promote greater recognition of its research libraries, which in themselves serve as a National, not a local, resource?

-- Should those academic libraries that provide a substantial number of interlibrary loan requests be reimbursed?

-- If these libraries should be reimbursed, what level of government should assume this responsibility?

Issue #8: How can local community, public school, and academic libraries that support our national educational program adapt to the changing social and technological environment?

This discussion guide has stressed the requirements of those who need learning, whether they are preschoolers, students, [illegible], academicians, or researchers. In the past, such learners could and often did find what they wanted in some kind of library. That library was a place that existed in space and time. It had shelves, books, audiovisual materials, tables, and chairs, and, whether it was intrinsically shabby or architecturally grand, that library took a form that is still recognizable to most of the delegates to this Conference.

Increasingly, however, modern technology is making advances that promise radical changes in the ways that citizens obtain information. Reference has already been made to the effect of computer and communications technology on local library self-sufficiency and the interchange of materials among institutions. However, such technology may have more far-reaching influences. Some believe that the home itself will become the center of the learning process, with television channels set aside for instructional programs or for viewer questions and answers. Prototypes of such services have already been tried experimentally in England. The transmission of facsimiles, reports, and other data directly into the offices of scientists, researchers, policy makers, and others is already with us.

The challenge for libraries is whether or not they can adapt to a society that has already expressed the concept of a world without walls. What are the dimensions of the "open library?" Research institutions with their retrospective historical collections may not suffer from any radical displacement of their functions, but public and school libraries may prove more susceptible to the inroads of a changing technology.

One reason new technologies are being created is the need to respond to the increasing specialization of knowledge and its rapid growth. For example, in 1876, when ALA was formed, the entire library profession found what they wanted to know in the pages of only one journal; today, the librarian or information scientist can refer to thousands of periodicals devoted to their interests.

Finally, and most importantly, libraries are caught up in the rapid sociological changes of the Nation. Among these is the increasing recognition of special groups, such as the ethnic and racial minorities, the physically handicapped, women, and students. These changes also include the stress factors brought about by a society in which many people are unemployed, homeless, addicted to drugs and alcohol, or unable to cope with the world around them.

In the past, libraries have been very content oriented; they have collected materials on various subjects, classified them according to those subjects, and serviced these collections within an institutional framework that in many ways has not substantially changed. Increasingly, however, librarians are becoming aware that their institutions present substantial barriers to individuals and groups, barriers that may be psychological or even architectural. The grand escaliers of many of our great library buildings are not very impressive when viewed from a wheelchair; communication for people with hearing difficulties is impossible if no one in the library can read lips or sign language; and users who read only Spanish are not likely to find their way in buildings that contain signs printed only in English.

The library of the future may be a very different place from the one now familiar to us, the materials of learning, the instruments of learning, even the process of learning may be drastically altered. The questions remain:

-- How can libraries be best supported in their effort to assist in the educational process, especially in light of a changing social and technological environments?

-- What are the interfaces between libraries with their traditional sources of information and the new technologies of cable television, home-based computers, copying machines, and display terminals?

-- How can their stores of wisdom and wit, their holdings of imagination and information, and their inevitable mixture of past and present be made available for the needs of yet another generation of learners?

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